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ABSTRACT

A 12-point program for improving the teaching profession is offered as a means to improve New York's schools. The recommendations contained in this document call for the state government to establish basic goals, standards, and guidelines for the teaching profession. However, local discretion and control are viewed as important elements in several of the proposed recommendations. The following are singled out for state action: (1) pilot career ladder programs; (2) master/mentor teacher-internship program; (3) teacher salaries; (4) Empire State Math and Science Fellowship and Scholarship Program; (5) teacher summer business training and employment program; (6) teacher resource and computer training centers; (7) New York State school recognition program; (8) New York State Commission on Teaching; (9) statewide clearinghouse and master plan on teaching; (10) strengthening teacher preparation programs; (11) discipline and tenure reform; and (12) certification and seniority. (JD)

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The Third Year

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Report from the Senate Education Committee
Senator James H. Donovan, Chairman
December, 1985

SP 027 406

T.I.P. -

TEACHER IMPROVEMENT PROGRAM:

THE THIRD YEAR

REPORT FROM: SENATE EDUCATION COMMITTEE
JAMES H. DONOVAN, CHAIRMAN

DECEMBER, 1985

STAFF
JEFFREY P. LOVELL
RICHARD D. PFISTER
DAVID V. WOLLNER
JOHN MADDAUS

FROM THE CHAIRMAN:

The conditions are ripe for New York's public education system, kindergarten through the twelfth grade, to become, in the vernacular of the private sector, the "hot" new industry of the 1980s and 1990s.

The human resources are there. Following a decade of contraction, public school enrollments will steadily increase by 1995. These children are New York's greatest natural resource. They are bright and talented, with unlimited potential, and drawn from many different backgrounds. They will fashion tomorrow's New York; they will spark tomorrow's progress in all human endeavors.

And the demand is there. Education is at the forefront of the transformation of our nation's economy from manufacturing to one shared equally with services and information. At the same time, education is a major factor in our efforts as a society to find equitable solutions to complex and serious social problems. It is the key supplier to every public and private sector profession and business in New York. Its product -- educated people -- have and will shape our entire society.

But is the education industry itself prepared for the growth that is coming?

Education is a service industry, and the providers of that service are the teachers. They must be good teachers, or the product they turn out will be inferior. The demand for teachers will be measured not only in quantity, but also by the need for quality. The expectations that New Yorkers have of their educational system are growing.

The Senate Education Committee proudly presents this continuing comprehensive strategy for improving New York's schools - a twelve point program for advancing the teaching profession. We urge all New Yorkers to read this **Education Update** and give it thoughtful consideration. Our future as a state, a nation, and a society depends on what we do to meet the challenges of providing quality education to all our children.

Senator James H. Donovan
Chairman
Senate Education Committee

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I. PILOT CAREER LADDER PROGRAMS

The classroom is the critical focal point of the State's educational system. However, many effective teachers are leaving the profession because it does not offer them sufficient support, assistance, recognition and career opportunities. According to **The Metropolitan Life Survey of the American Teacher**, twenty-six percent of teachers are likely to leave teaching within the next five years, and fifty-three percent would advise their students not to pursue careers in teaching.

Many bright and able young people do not enter teaching for the same reasons. The National Center for Educational Statistics projects that school districts nationwide will need to hire 1.65 million additional public and private elementary and secondary school teachers between Fall, 1985 and Fall, 1993 to meet expected demand. However, according to one study, only 4.7 percent of freshmen entering college in 1985 planned to enter teaching, down from 19.3 percent in 1972.

Several recent reports also suggest that the inability of the educational system to attract and retain teachers is resulting in a less qualified workforce and severe shortages. These conclusions are based on increases in enrollment, a shrinking supply of prospective teachers, and lower retention rates among the more experienced teachers. The Carnegie Foundation report, entitled **The Condition of Teaching, 1985**, estimated that by 1993 the nation will have only 63 teacher applicants for every 100 openings.

Serious defects in the structure of the teaching profession contribute to this situation:

- New teachers are often forced to search for their own teaching tactics once they enter the classroom.

- The teacher's workplace is organized and ordered in ways that often isolate and inhibit teachers.

- Teachers typically lack support services available to other professionals, such as clerical assistance for typing, duplicating, and paperwork chores. **The Metropolitan Life Survey of the American Teacher** found that seventy-two percent of teachers surveyed agreed that they "have to spend too much time on administrative tasks."

- Teaching is demanding work, that may eventually lead to emotional exhaustion and alienation unless there are compensating experiences of growth and renewal.

- According to a recent national report, "For the teacher, no feature of the teaching occupation is more destructive of the long term prospects for improvement than the current reality that to move up, you must move out." Teachers typically reach the top of their salary schedule by their mid-thirties. Thereafter they can expect no substantial increase unless they enter administration.

A "career ladder" for teachers, such as exists in other professions, may address some of these problems. A career ladder is defined as a multi-level structure of teaching positions in which advancement to a higher level requires either advanced skills or both advanced skills and additional responsibilities. Accordingly, the 1984 **Metropolitan Life Survey of the American Teacher** reported that eighty-seven percent of teachers favored the concept of a career ladder to provide greater opportunities for professional advancement. According to the United States Department of Education, fifteen states have recently instituted statewide or pilot career ladder programs for teachers. In addition, six states have established mechanisms for the development of career ladder programs.

Professional growth brings with it additional responsibilities, allowing the professional to achieve greater status and higher salary, and to make a contribution to the profession. By making the teaching career more challenging and offering more choices within the career, a career ladder program should attract and retain talented teachers. Moreover, well designed career ladders can provide for the needed definition of teaching roles, allow teachers to choose to develop their abilities in a variety of ways, provide for professional mentoring needed for new teachers, and create a solid structure for increasing the professionalism of teaching.

RECOMMENDATION

Model career ladder programs were initially advanced by the Senate Education Committee in 1984 and 1985 for evaluation purposes. Subsequent testimony by various organizations, groups and individuals at statewide public hearings indicated strong support for piloting such model career ladder programs as a means of "professionalizing" teaching.

Presently, there is insufficient experience and information available to guide the career ladder innovation. This recommendation, therefore, calls for funding school district proposals for developing and piloting model programs. These demonstration projects would establish a base of experience for formulating statewide initiatives to offer teachers the opportunity for professional growth and advancement in their careers.

Advanced career positions should involve more variety and responsibility in teaching. Attention and effort should be directed to improving the skills of teachers in the selected school districts. Not all teachers will elect to participate, but the options must be available and the incentives sufficient to attract a number of experienced teachers.

Under this proposal, the State Education Department would establish guidelines and standards for pilot career ladder programs. The State Education Department would then determine whether a career ladder proposal submitted by a school district conforms to such guidelines.

Career ladder proposals should include the following components:

1. Meaningful participation of teachers, administrators, school board members, teacher educators, parents and others in the development of the model career ladder proposal.

2. A fair and consistent procedure for selecting teachers who will be provided additional responsibilities. The selection procedure should incorporate clearly stated role descriptions and responsibilities for each level of the career ladder.

3. A clear and concise explanation of the evaluation components.

4. Advancement on the career ladder is contingent upon effective teaching performance.

Each school district receiving funding for this program would commence a comprehensive documentation and analysis of their model program following procedures developed by the State Education Department. Such an evaluation should:

*evaluate effective uses of teachers in advanced positions, including service in a master/mentor teacher capacity to new teachers, assisting faculty members and colleagues in staff and curriculum development, conducting inservice education activities and carrying out research designed to solve local problems.

*determine adequate compensation levels for various tiers/steps of the career ladder.

*develop a well defined program of evaluation and guidance for teachers participating in the career ladder program.

*include recommendations, if any, for changes in state law or regulations concerning implementation of the plan.

*prepare an assessment of the implementation costs.

*plan for a periodic review of the career ladder program, including the composition of the reviewing entity, procedures for the review, and the accompanying time schedule.

An appropriation of $1 million for grants to school districts for the design of pilot career ladder programs will be made available to selected local school districts.

II. MASTER/MENTOR TEACHER-INTERNSHIP PROGRAM

For most of the 3,600 or more new teachers in New York State who enter the classroom each fall, teaching is a "sink" or "swim" proposition. New teachers, largely on their own to survive those difficult first years, have reactions ranging from a strong sense of inadequacy to sheer panic. According to a National Institute of Education study, more than half of the nation's teachers will leave the profession during their first four years. Thus, it becomes critical to provide a supervised induction into the profession.

The time it takes to transition from "student of teaching" to "teacher" is a critical and difficult period for new teachers. This is the period teachers need the most professional support, assistance and attention, because beginning teachers have all of the duties and responsibilities of experienced teachers. Accordingly, ninety-two percent of teachers surveyed by **The Metropolitan Life Survey of the American Teacher,** agreed that new teachers should complete an internship program. This finding was supported by the National Commission for Excellence in Teacher Education in its report entitled **A Call for Change in Teacher Education**. In a national survey of state education agencies, researchers found over 15 states which have implemented or are actively planning teacher induction programs.

RECOMMENDATION

Similar to that proposed in 1985, the Senate Education Committee will seek again to establish the Master/Mentor Teacher-Internship Program. This proposed initiative will provide a variety of support services, activities and measures to facilitate entry of newly employed teachers into the profession.

The program would consist of a one-year teaching internship for the beginning teacher under the guidance of a local district support committee. Interns, however, should have reduced teaching loads so that they have sufficient time to participate in professional development activities, including seminars and inservice activities. School district participation in the program would be voluntary.

"Entry-Level Assistance Committees" would be established in participating school districts for the purpose of assisting new teachers during their initial year of teaching and specifically to focus on all matters concerning classroom management and inservice training. Each "Entry-Level Assistance Committee" would provide assistance, support and guidance to a new teacher entering the profession. This advisory committee will be composed of a Master/Mentor Teacher, a school administrator, and a faculty member from a local college or school of education.

School districts would recognize outstanding teachers who will serve as role models for their colleagues. The selection procedures for the designation of certified classroom teachers as Master/Mentor Teachers would be determined by the local school district pursuant to regulations of the Commissioner of Education. Master/Mentor Teachers would meet the following qualifications:

1. Is a classroom teacher with permanent certification.

2. Has substantial recent experience in classroom instruction.

3. Has demonstrated exemplary teaching ability, as indicated by, among other things, effective communications and leadership skills, subject matter knowledge, and mastery of a range of teaching strategies necessary to the meet the needs of pupils.

Master/Mentor Teachers would be required to spend the majority of their time in the classroom while devoting the remaining time to activities which may include:

*serving as a member of the "Entry-Level Assistance Committee," in a mentor/advisor capacity to new teachers through the formal internship program.
*assisting faculty members and colleagues in staff and curriculum development.
*planning and developing inservice education activities.
*conducting research designed to solve local school district problems, needs and concerns.
*assisting staff at Teacher Resource and Computer Training Centers.

Also, participating districts should develop programs of training and support for Master/Mentor Teachers, including case-by-case assistance, group orientation and problem-solving and organized skills training.

Master/Mentor Teacher status would provide a teacher with a $4,000 stipend during the appointment period, paid by the state. Participating districts will also receive state assistance to support necessary costs of participating in the program. District uses of these necessary costs may include:

1. release time for Master/Mentor Teachers to work with beginning teachers;

2. travel expenses for Master/Mentor Teachers;

3. training for Master/Mentor Teachers;

4. materials and resources;

5. Entry-Level Assistance Committee time, and;

6. other administrative costs.

The sum of $17 million will be appropriated for the Master/Mentor-Intern Program.

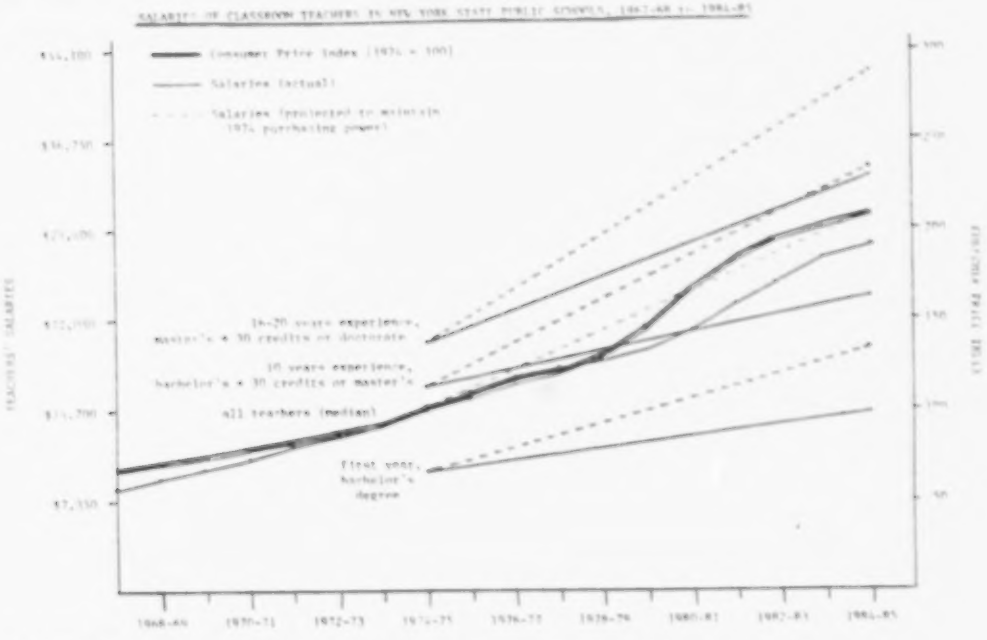
III. SALARIES

During a twenty-five year period after the end of World War II, the purchasing power of teacher salaries, which traditionally had been very low, more than doubled because of general economic prosperity, low inflation, rapidly rising school enrollments, and shortages of qualified teachers in many areas. However, between 1972 and 1982, the purchasing power of the median teacher salary declined approximately 15 percent nationwide, and by roughly 12 percent in New York State. The generally sluggish economy, high inflation, declining school enrollments, and surplus of teachers undercut efforts to improve teacher salaries.

A survey conducted by the Gallup Organization in 1985 indicated that 59 percent of the public thought its local school system was having a difficult time recruiting talented teachers because teachers' salaries were low. According to the Carnegie Foundation report, entitled **Condition of Teaching, 1985**, teachers have lower average salaries than most other occupations requiring a bachelor's degree.

The median salary for all teachers in New York State increased by 92 percent between 1974 and 1984, but the Consumer Price Index increased by 108 percent during that same decade. The resulting loss of purchasing power

occurred despite the fact that teachers in 1984 had more teaching experience and academic preparation than their 1974 counterparts. The median salary for teachers with ten years experience and a master's degree increased only 44 percent during this decade, resulting in a 30 percent decline in purchasing power. Teachers at other points on their districts' salary schedules in 1984 also received salaries with 15 percent to 30 percent less purchasing power, compared to the salaries of teachers at the same points ten years earlier (see graph).



(Source: New York State Senate Education Committee)

RECOMMENDATION

Despite fairly sizable increases in State aid to schools in the past two years, further salary enrichment is essential. Last year, the Senate attempted to provide $100 million for teacher salary enrichment across-the-board. Again, substantial efforts must be undertaken to improve teacher salaries and must address the entire salary schedule across-the-board. Equity must be maintained for current teachers. Also, potential teachers will be concerned with long-term as well as immediate salary conditions.

Unless teacher salaries become more commensurate with those of other professions, New York State school districts will have considerable difficulty in recruiting and retaining qualified teachers.

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Further, any salary initiative must maintain local control, thereby retaining the integrity of the collective bargaining process. Simultaneously, it must mitigate against a "ripple effect" that could have serious repercussions through the various schedules of the salary structure should any minimim salary mandate be adopted.

IV. SCHOLARSHIP AND FELLOWSHIP PROGRAMS

In February, 1984, the Senate Education Committee, concerned about existing shortages of math and science teachers and sharp declines in the number of students seeking certification in these areas, concluded that incentives were needed to attract students into these fields. Accordingly, the Committee proposed the creation of undergraduate scholarships and graduate fellowships. The Legislature approved these proposals and appropriated $2 million. Funding for the program was increased to $3 million in 1985-86, and its focus was expanded to include other shortage areas as determined by the Commissioner of Education.

The Empire State Teacher Math and Science Scholarship and Fellowship Program has proven to be very successful. There were 579 applicants for scholarships in 1984-85, and 1,065 applications for 1985-86, an 86 percent increase. Likewise, applications for fellowships increased 79 percent from 499 applicants in 1984-85 to 895 applicants in 1985-86.

RECOMMENDATION

Funding for this highly successful program should be substantially enriched and expanded to include occupational education, school counseling, foreign languages, library media specialists, special education, bilingual special education and other shortage areas as determined by the Commissioner of Education. A portion of the funds should be set aside for administrative purposes, primarily for the promotion of the program and the recruitment of minority applicants.

An increase of $7 million should be set aside for each fiscal year from the revenues derived from proceeds of the State Lottery to fund this expanded program.

V. TEACHER SUMMER BUSINESS TRAINING AND EMPLOYMENT PROGRAM

The Teacher Summer Business Training and Employment Program, enacted by the Legislature in 1984, encourages private sector and not-for-profit employers to provide summer employment for teachers in the areas of science, technology and occupational education.

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The program's purpose is to employ eligible subject area teachers in positions that will keep them up-to-date with the rapid changes occurring in science and technology. In 1985, the first full year of the program, according to the State Education Department, participants were employed at a wide variety of summer employment sites, including the Metropolitan Life Insurance Company, the Chautauqua Institution, The New York Daily News, the Lewis County Agricultural Society, Sotheby's Restoration, and the Eastman Kodak Company.

Businesses employing such teachers during the summer months receive state reimbursement for 30 percent of wages and associated fringe benefits to a maximum of $1,000 per teacher. A teacher must work at least two weeks or 80 hours during this period.

RECOMMENDATION

As part of the commitment by the Legislature, the education community and the business community to improve teaching in New York State, this program should continue at current levels to encourage the employment of qualified teachers by business and industry during the summer months. Such participation will continue to be optional.

VI. TEACHER RESOURCE AND COMPUTER TRAINING CENTERS

In 1984, the New York State Legislature created a state-wide network of 44 teacher resource and computer training centers. Grants were awarded on a competitive basis to single school districts, Boards of Cooperative Educational Services or consortia of school districts, throughout the State. These centers provide professional support services to teachers within the state to:

*Assist teachers, diagnose learning needs, experiment with multiple instructional approaches, assess student outcomes, and train other school personnel in effective pedagogical approaches.
*Provide demonstration and training sites, specifically in the use of computers as teacher aids.
*Develop and produce curricula and materials designed to meet emerging student needs.
*Provide training to improve the skills of teachers in newly developing areas.
*Provide a location where teachers may share resources, ideas, methods and approaches.

RECOMMENDATION

This proposed initiative would allow for the expansion of the existing centers and provide for the establishment of additional facilities statewide. It includes an increase of $3 to $4 million for BOCES and others to plan, establish and operate such centers pursuant to applications and determinations made by the Commissioner of Education. Such

centers should attempt to forge partnerships with private industry to allow teachers to become familiar with the latest technological and business initiatives.

VII. NEW YORK STATE SCHOOL RECOGNITION PROGRAM

Schools must be challenged to do their very best. As we set higher educational standards, the school as a whole must strive to meet those standards and, whenever possible, exceed them.

Several states (California, Florida, South Carolina, Tennessee and others) have recently developed and implemented school recognition programs of various kinds. The major thrust of these programs is to raise standards and expectations for students, teachers, administrators, and the schools and to formally acknowledge those programs, schools and school districts achieving superior results.

RECOMMENDATION

School districts whose level of performance stand apart from those of their peers should be recognized. Under this proposed initiative, the State Education Department would identify and recognize exemplary programs and schools throughout the State.

Programs and schools demonstrating exemplary achievement as compared to the rest of the State will be recognized for their exceptional performance, and schools showing growth from baseline levels will also be recognized for significant progress.

A recognition advisory committee would be appointed by the Commissioner of Education to assist in the planning and implementation of this program. This advisory committee should include teachers, administrators, teacher educators, and representatives from the general public. The committee would advise the Commissioner on grant application procedures, review of applications, evaluation criteria, and other matters relating to the program. School districts and programs would compete against their past performance, and may be assessed in areas such as:

*Achievement gains over the previous years;
*Improved student attendance;
*Improved teacher attendance;
*Exemplary programs and curriculum materials, including innovative and technological development; and,
*Improved parent participation.

The New York State School Recognition Program will be implemented in cooperation with local school districts, community and service groups, the business community, and other organizations. An appropriation of $1 million is initially recommended to establish this competitive grant program. Schools may utilize these funds to demonstrate and

implement exemplary and innovative programs designed to improve instruction.

VIII. NEW YORK STATE COMMISSION ON TEACHING

The current wave of educational reform across the nation aims to strengthen the educational system and ameliorate problems facing the teaching profession. The American school system has begun to suffer from shortages of teachers. In the future, teacher shortages may no longer be confined to special subjects like mathematics and science. Shortages may soon threaten public schools in cities, suburbs, and rural areas in every geographic region of the country. Additionally, several studies indicate that the schools will lose many more teachers in the near future, unless effective measures are taken to retain talented people in the profession.

RECOMMENDATION

To this end, the New York State Commission on Teaching would be created to undertake a comprehensive study of the status of teaching in New York, and to formulate recommendations for improvement. The Commission would be comprised of twenty-one members, a majority of whom would be classroom teachers. Teachers as practitioners should be given substantial opportunity to recognize and identify long-term issues and make recommendations for improvement. Consequently, the Commission would include the following: three members appointed by the Senate; three members appointed by the Assembly; three members appointed by the Governor, and the following members appointed by the Board of Regents:

* one school board member;
* two elementary school teachers;
* two middle school teachers;
* two high school teachers;
* one elementary school principal;
* one secondary school principal;
* one school superintendent;
* two faculty members from teacher preparation programs.

The Commission would:

*Advise the State Education Department as to standards and examination requirements for entry and advancement in the teaching profession.

*Recommend policies to reduce and streamline the certification process to ensure competence while allowing for flexibility in staffing local school districts. The current proliferation of diverse certificates reduces flexibility in assigning teachers. Some specialization is necessary to ensure expertise, but New York may not need to issue over 75 different teaching certificates.

*Propose and develop requirements and standards for certifying new classifications of teachers, such as Master/Mentor Teachers.

*Advise the State Education Department as to strengthening standards for approving teacher preparation programs in colleges and universities.

*Conduct comprehensive studies including, but not limited to, interrelationships among certification, pre-service and inservice education, career ladders, internships, tenure and seniority. These studies should enable the Commission to prepare a Master Plan that concerns long-range planning for the teaching profession.

*Design innovative teacher recruitment and retention programs, such as encouraging college students to serve as tutors and aides in elementary and secondary schools. This opportunity would provide these students with teaching-related experiences that may induce them to consider teaching as a career, while supporting schools with additional staffing assistance.

An appropriation of $250,000 shall be made available to support the work of the Commission.

IX. STATEWIDE CLEARINGHOUSE AND MASTER PLAN ON TEACHING

As a result of demographic and social forces, education is moving rapidly from a surplus to a shortage of teachers. The shortage will not be uniform; it will be more acute in some regions of the state; more pronounced in some disciplines and more serious for some school districts. The lack of highly qualified, properly trained teachers will be real. First, in terms of quality, even the diminished numbers of students entering teacher education programs appear to be drawn disproportionately from the lower half of the entering college class. Second, in terms of impact, the shortages are increasing or developing in fields such as - mathematics, science, computers, counseling, special education, and foreign languages. Finally, as the large number of experienced teachers reach retirement age in the coming years, it will be necessary to recruit additional candidates to the teaching profession. The following evidence reveals the impending shortage:

-Currently 2.15 million elementary and secondary teachers work in the nation's schools. The number of new teachers entering the profession each year declined from 300,000 in 1972 to fewer than 120,000 in 1985. In New York, the number of new teachers entering the profession declined from 8,427 in 1974 to less than 3,700 in 1985.

-According to the National Center for Educational Statistics, the percentage of teachers with 20 years or more of experience has increased nationally from 18 percent in 1971 to 26 percent in 1983. In New York State, this percentage has increased from 12 percent in 1974 to 25 percent in 1984.

-The 1985 annual survey of teacher placement officers showed that five teaching fields (mathematics, physics, chemistry, computer programming, and data processing) had considerable teacher shortages. According to the State Education Department, in 1984 there were only 26 provisional certificates issued statewide for physics; 46 for earth science; 142 in biology, and 146 in chemistry.

Yet despite these warnings, New York State currently lacks a comprehensive plan of action to address these serious conditions. National and regional studies, while generally valuable, do not provide enough information to formulate state policy.

RECOMMENDATION

This recommendation calls for the State Education Department to create and manage a clearinghouse for gathering and disseminating information about career opportunities, to be made available to prospective teachers, and a parallel effort for information on innovative recruitment strategies for school districts and post secondary institutions.

Additionally, the State Education Department will develop a comprehensive report analyzing the supply of and demand for teachers in New York State, and containing policy recommendations to compensate for whatever potential shortages are identified. These recommendations may address any and all aspects of recruitment, training, certification, compensation, responsibilities, assistance and support of teachers.

X. STRENGTHENING TEACHER PREPARATION PROGRAMS

According to a report by the National Commission for Excellence in Teacher Education, entitled **A Call for Change in Teacher Education**, "every part of a teacher's education -- from the liberal arts programs of the prospective teacher to the continuing education of the veteran -- can be improved." Perhaps the strongest indictment of teacher education comes from teachers themselves. In a survey of teacher attitudes, **The Metropolitan Life Survey of the American Teacher**, reported that 50 percent of teachers polled felt their preparation did not serve them well in teaching. In fact, only 10 percent believed their training prepared them well for the classroom.

The Condition of Teaching 1985 reports that there are some 1,287 institutions of higher education nationwide now in the business of educating teachers -- 115 more than there were a decade ago when there were 33 percent more students enrolled in teacher education programs and 53 percent more prospective teachers graduating from them. In New York State, according to the National Center for Education Statistics, the number of bachelor's degrees awarded in education declined by 55 percent between 1971 and 1981, despite the fact that the number of institutions awarding such degrees increased from 69 to 78.

Presently, quality control in teacher preparation programs is inadequate. Entrance requirements for teacher education programs are minimal, and exit requirements are either unspecified or are specified in great and unnecessary detail. Teacher education administrators and faculty members at some institutions often do not develop and maintain consistently high standards.

Nor has outside control been sufficiently effective in maintaining standards for teacher education programs. Accreditation by teacher education bodies is voluntary, and very few teacher education programs in New York State have sought voluntary accreditation. Failure to obtain and retain accreditation would not necessarily result in discontinuing a program. Until this year, accreditation was based solely on program characteristics, (faculty, curriculum, administration, resources, student admissions, etc.), and little attempt was made to evaluate what education students had actually learned.

New York State does not utilize outside accreditation organizations. Rather, the State Education Department conducts its own process of registering programs. This process examines the same program characteristics as accreditation. In addition, current regulations require that "For each program there should be clear statements of the objectives in observable behaviorable terms." Periodic reviews of teacher preparation programs are conducted by the State Education Department. The Department cites weaknesses in their review reports, to which institutions may respond by providing supplemental information, correcting deficiencies or withdrawing their programs. Re-registration of programs may be with conditions, but programs are rarely terminated.

RECOMMENDATION

The more than 90 postsecondary education institutions in New York State which prepare teachers and administrators should upgrade their programs in order to attract a higher calibre of student. Those programs must be made more professionally relevant and subject oriented, to ensure that their graduates are competent to become effective teachers

or administrators. This proposed initiative recommends that the State Education Department and the Commission on Teaching be directed to work with the state's colleges and universities to strengthen the curriculum and to increase standards for teacher preparation programs. Currently, the Department is focusing only on master's degree programs in elementary education. This comprehensive review should be expanded to include other graduate and undergraduate degree education programs.

In addition, $750,000 is recommended to support six Chairs, to be established at selected schools of education in the State University of New York, the City University of New York, and the independent sector. These Chairs will enable postsecondary institutions to attract distinguished scholars who have made significant contributions to the field of education and the pursuit of knowledge relating to the educational process.

XI. DISCIPLINE AND TENURE REFORM

Teacher unions, school boards and superintendents have expressed an interest in changing the current hearing procedures for the discipline of tenured teachers provided for by Section 3020-a of the Education Law. According to **The Metropolitan Life Survey of the New York State Teacher**, eighty-five percent of New York teachers (and eighty-four percent nationwide) agreed that making it "easier for incompetent teachers to be removed would have a positive affect on the quality of teaching." The recommendations described below would streamline the existing procedures regarding such disciplinary hearings for tenured teachers in cases of incompetency, insubordination, immoral character and failure to maintain certification.

Under current law, school boards are required to file formal charges and, should the teacher in question request it, a three-member hearing panel will be convened to collect evidence and reach a decision.

The major problem with the existing system is the identification and availability of three individuals to compose and participate in the 3020-a panels. Currently, a three member panel is composed of an individual selected by the employee, one member selected by the employing board and the third-member chosen by mutual agreement of the first two or, if they fail to agree, by the Commissioner of Education, from the list supplied by the American Arbitration Association. The availability and retention of the three-member panel to conduct and continue such hearings for more than one day is difficult. It is not unusual to have an action extend to more than a year before a settlement or decision.

During 1984-85, 171 cases were filed under 3020-a, of which 83 are still pending (as of December, 1985). The total state costs for the administration of Section 3020-a

were approximately $315,000, according to the State Education Department.

Further, the existing process is costly to local school districts for two reasons. First, there are the legal costs to local school districts for attorneys and other staff to participate in such proceedings; second, while such a hearing is in process an employee, if suspended pending a final determination, continues his/her eligibility for full salary compensation. Also, a district must hire a substitute teacher, thus incurring an additional cost to the local school district. A 1984 study found that the costs of a single case for a school district were approximately $40,000.

The combination of panel availability and retention, extended length of time necessary for hearings, and escalating costs to the state, local school districts and the teacher organizations creates an impetus to reform the present system to expedite a decision for the charged individual while maintaining the protection of full due process.

RECOMMENDATION

While continuing to provide full due process to the individual, a proposed initiative would make the current procedure more expeditious and less costly. It would among other possible adjustments, include the following:

1. Replace the current three-member hearing disciplinary panel with a single hearing officer, possibly in the Office of Employee Relations (OER) or in a separate Office of Adjudication Services within the State Education Department. A single trained member would allow for centralized responsibility and eliminate the current lengthy process of choosing three members and then convening such a board at irregular intervals.

2. Allow a single hearing officer to dispose of pre-hearing motions. This preliminary exercise would expedite the hearing itself by allowing for discovery advance determination of certain matters.

3. Require boards of education to specify the maximum penalty to be imposed if an individual were found guilty. Such a provision would allow a charged employee to waive a hearing in those situations where he or she is willing to accept the Board's maximum penalty.

XII. CERTIFICATION AND SENIORITY

Currently, Section 2510 of the Education Law stipulates that school districts must consider only seniority of teachers within a tenure area when teaching positions are abolished. This excessing of teachers strictly by seniority results in a teacher certified in one subject area being reassigned to another teaching position without proper certification. This situation does not allow for the retention of the most qualified teachers within an instructional area. In addition, a school district is required to commence a Section 3020-a hearing to achieve the dismissal of an uncertified employee.

RECOMMENDATION

This proposed initiative would allow boards of education to consider certification status as well as seniority when abolishing teaching positions, thereby ensuring instructional competence in the retention of teachers in curriculum areas.

WHO IS RESPONSIBLE FOR RECOMMENDATIONS?

Improving education in New York will require a cooperative effort from all parties responsible for funding, managing and staffing schools. The following table provides a breakdown of the kinds of actions required to implement each recommendation.

NEW YORK STATE SENATE EDUCATION COMMITTEE TWELVE POINT PROGRAM

1986

RECOMMENDATION	STATE STUDY	STATE LAW OR REGULATION	STATE FUNDED PROGRAM	STATE EXPERIMENTAL PROGRAM	STATE REALLOCATION OF FUNDS	LOCAL REALLOCATION OF FUNDS	LOCAL DISCRETION
1. PILOT CAREER LADDER PROGRAMS	●		●	●			●
2. MASTER/MENTOR TEACHER INTERNSHIP PROGRAM			●				●
3. SALARIES			●			●	●
4. EMPIRE STATE MATEMATICS AND SCIENCE SCHOLARSHIP AND FELLOWSHIP		●	●		●		
5. TEACHER SUMMER BUSINESS TRAINING AND EMPLOYMENT PROGRAM			●				
6. TEACHER RESOURCE AND COMPUTER CENTERS			●				
7. NEW YORK STATE SCHOOL RECOGNITION PROGRAM			●				●
8. NEW YORK STATE COMMISSION ON TEACHING	●						
9. STATEWIDE CLEARINGHOUSE AND MASTERPLAN ON TEACHING	●						
10. STRENGTHENING TEACHER PREPARATION PROGRAMS	●						
11. DISCIPLINE AND TENURE REFORM		●					
12. CERTIFICATION AND SENIORITY		●					

(SOURCE: NEW YORK STATE SENATE EDUCATION COMMITTEE)

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CONCLUSION

Any comprehensive program for reform of the teaching profession must address the issues, topics and concerns raised in this **Education Update**. Because teachers are such an important part of the education New York's children receive, it is logical that a significant portion of the resources available for education should be invested in more, better trained, and more highly motivated teachers. To assure a continued supply of talented teachers, the Senate Education Committee has developed a number of initiatives aimed at recruiting outstanding candidates and retaining the excellent teachers currently in the classroom. These recommendations will enable teachers to become increasingly responsible for the pedagogical decision making, curriculum planning, and instructional programs of our schools, both individually and on a collegial basis.

The recommendations contained in this document call for state government to establish basic goals, standards, and guidelines for the teaching profession. However, the Committee views local discretion and control as particularly important elements in several of the proposed recommendations. Real improvement will be noticed as change takes place at the school district level across the state. Teachers, principals, superintendents, school board members and parents must work together to realize the objectives and the proposed changes set forth in this document. Without their will, talent, and resources, little improvement can occur.

The recommendations outlined in this **Education Update** seek to elevate teaching to the status it deserves. By providing programs to identify, assist and support bright young prospects, it seeks to build upon our efforts to develop teaching as a career, so society's investment can attract the best possible talent and achieve the highest possible returns for generations to come.

We hope that these outlined recommendations generate both serious and meaningful discussions among teachers, superintendents, parents, students and school board members. The Senate Education Committee looks forward to comments, views and recommendations as we continue to explore approaches to strengthen elementary and secondary education in New York State.

NEW YORK STATE SENATE EDUCATION COMMITTEE

SUMMARY

The Senate Education Committee purposes the following 12-point program:

* Pilot Career Ladder Programs - provides planning grants for selected districts to develop demonstration pilot career ladder programs offering teachers opportunities for professional growth and advancement. (Appropriation: $1,000,000).
* Master/Mentor Teacher-Internship Program - provides at local option for three-member committee(s) (Master/Mentor teacher, administrator, teacher educator) to advise and support first-year teachers, with $4,000 stipends for the master/mentor teachers. (Appropriation: $17 million).
* Teacher Salaries - recommends additional State aid to local districts to be used towards across-the-board salary increases similar to $100 million program advanced in 1985.
* Empire State Math and Science Fellowship and Scholarship Program - enriches funding and expands program through a set-aside of revenues derived from proceeds of the State Lottery. ($7 million increase).
* Teacher Summer Business Training and Employment Program - continues optional participation at current levels.
* Teacher Resource and Computer Training Centers - increases funding to expand this program. (Appropriation: $7 million).
* New York State School Recognition Program - provides for competitive grants to schools that have demonstrated significant improvement and/or achieved a high level of educational quality. (Appropriation: $1 million).
* New York State Commission on Teaching - creates a state commission to address issues relating to the teaching profession, and specifies its membership and duties. (Appropriation: $250,000).
* Statewide Clearinghouse and Master Plan on Teaching - requires the State Education Department to establish a clearinghouse to disseminate information and collect the necessary data to determine the impact of state policy on teacher supply, and prepare a report with particular attention to shortages in minority groups, subject areas and geographic regions.
* Strengthening Teacher Preparation Programs - directs State Education Department and Commission on Teaching to work with teacher preparation institutions to strengthen curriculum and standards. Establishes Chairs of Education. (Appropriation: $750,000).
* Discipline and Tenure Reform - revises 3020-a hearing procedures to make them more expeditious and less costly.
* Certification and Seniority - allows boards of education to consider certification status as well as seniority when abolishing teaching positions.

SENATE EDUCATION COMMITTEE

FISCAL IMPLICATIONS

PROGRAM	*APPROPRIATION
PILOT CAREER LADDER PROGRAMS	$ 1,000,000
MASTER/MENTOR TEACHER-INTERNSHIP PROGRAM	17,000,000
TEACHER SALARIES	**
EMPIRE STATE MATH AND SCIENCE FELLOWSHIP SCHOLARSHIP PROGRAM	7,000,000
TEACHER SUMMER BUSINESS TRAINING AND EMPLOYMENT PROGRAM	0
TEACHER RESOURCE AND COMPUTER TRAINING CENTERS	3,000,000
NEW YORK STATE SCHOOL RECOGNITION PROGRAM	1,000,000
NEW YORK STATE COMMISSION ON TEACHING	250,000
STATEWIDE CLEARINGHOUSE AND MASTER PLAN ON TEACHING	0
STRENGTHENING TEACHER PREPARATION PROGRAMS	750,000
DISCIPLINE AND TENURE REFORM	0
CERTIFICATION AND SENIORITY	0
TOTAL	$30,000,000

*Increases over current funding levels

**To be determined (State aid to school districts)